

# **The Joint Training System**

## **A Primer for Senior Leaders**



**31 July 2008**

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CJCS Guide 3501  
“The Joint Training System: A Primer for Senior Leaders”

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FOREWORD

Commanders at all echelons are responsible for preparing their commands to accomplish assigned missions. To be successful, we must train our forces, first and foremost, on warfighting. To keep our warfighting focus sharp, we must use tools, such as the Joint Training System (JTS) to enhance our abilities to respond to the myriad of asymmetrical threats our warfighters face each day.



This handbook is designed for joint force commanders and other senior leaders. It provides an overview of the JTS and highlights the role of our senior leadership in the planning, execution, and assessment of joint training.

I strongly recommend reading this primer; it summarizes my guidance and the processes required to execute the JTS that are laid out in detail in several CJCS instructions and manuals on joint training. The JTS is the foundation of a commander's training guidance to staff and subordinates. Please read it, learn from it, and apply it every day. Effective joint training is the key to effective joint warfare.

A large, stylized handwritten signature in black ink, reading "M. G. Mullen".

M. G. MULLEN  
Admiral, U.S. Navy

CJCS Guide 3501 supersedes the 2006 iteration of the JTS Primer. It was prepared and updated by Joint Staff/J-7 in coordination with the combatant commands, Services, and combat support agencies. The JTS Primer reflects the guiding principles of the JTS and its components.

Unless otherwise noted, the use of the term "command" in this primer will refer collectively to combatant commands and agencies and "commander" includes agency directors.



This publication is approved for public release; distribution is unlimited. Department of Defense (DOD) components (to include the combatant commands), other federal agencies, and the public may obtain copies of this manual through the Internet from the Joint Electronic Library/Training Web page -- <http://www.dtic.mil/doctrine/trainingsystem.htm>.



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## *Chapter 1 - Introduction*

“The teams and staffs through which the modern commander absorbs information and exercises his authority must be a beautifully interlocked, smooth working mechanism. Ideally, the whole should be practically a single mind.”

**General Dwight D. Eisenhower**  
**Supreme Commander, Allied Forces, World War II**

This primer is designed to help combatant commanders, subordinate joint force commanders, combat support agency directors, functional or Service component commanders, and other senior leaders understand the value and importance of the Joint Training System (JTS). More importantly, it will underline their role in using the JTS to train their organizations to accomplish assigned missions.

### *DOD Training Transformation Vision*

Training Transformation (T2) is critical to achieving broader DOD transformation goals and objectives. As an essential element of the DOD T2 strategy, **“the Joint Training System will be used to manage training throughout the Department.”** Senior leadership has identified through the Quadrennial Defense Review process that “further advances in joint training and education are urgently needed to prepare for complex, multinational, and interagency operations in the future.” The JTS is one in the “system-of-systems” that will enable DOD transformation.

“Training Transformation’s vision is to provide dynamic, capabilities-based training for the Department of Defense in support of national security requirements across the full range of integrated operations.”

### **Strategic Plan for Transforming Department of Defense Training**

#### ***DOD T2 Objectives***

The DOD T2 objectives:

- Continuously improve joint force readiness by aligning joint training and education capabilities and resources with combatant command operational needs.
- Achieve a training unity of effort across Services, agencies, and organizations.
- Develop individuals and organizations that think joint intuitively.
- Prepare forces for new warfighting concepts and capabilities.
- Develop individuals and organizations that improvise and adapt to emerging challenges.

“Transformation is a continual process, not an end state. We must transform if we are to meet future challenges. Transformation is concepts and practices, technologies and capabilities, roles and missions, organizational structures, internal processes, doctrine and education, personnel policies, and much more. It applies to all – Active, Guard, and Reserve; officer and enlisted; and military and civilian.”

**General Peter Pace  
Chairman of the Joint Chiefs of Staff, October 2005**

#### ***Definition of the Joint Training System***

- The JTS is a four-phase iterative process used in the identification of capability

requirements, the planning, execution, and evaluation of required training, and the assessment of training readiness.

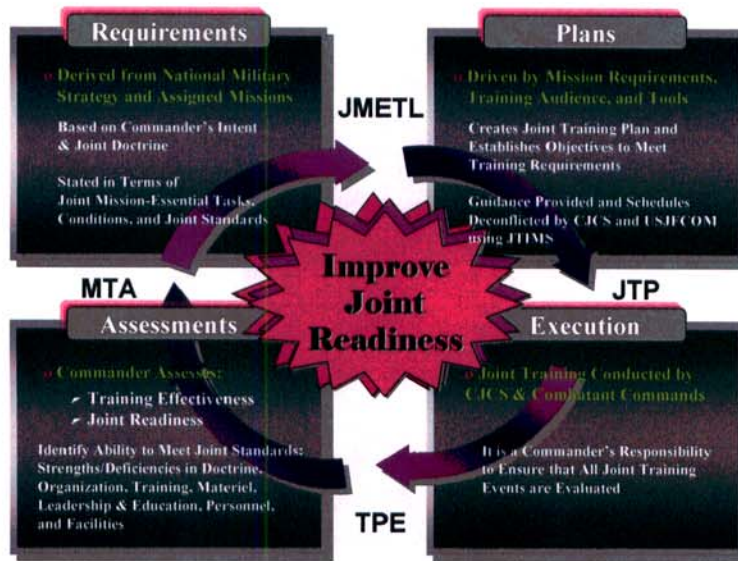


Figure I – 1. Joint Training System

### *Importance of the JTS*

*Joint Training System (JTS) aligns training with assigned mission*

The JTS is your training system. In broad terms, the JTS is designed to ensure the Armed Forces of the United States are trained and prepared to promote peace and stability and to defeat adversaries. More specifically, it provides an **integrated, requirements-based method for aligning training programs with assigned missions** consistent with command priorities, capabilities, and available resources. The Joint Training Information Management System (JTIMS) provides automation support for the JTS. The JTS should be applied by commanders with these **six basic tenets** as guiding principles:

- *Use Joint Doctrine* — Joint doctrine establishes the guidance on how best to employ national military power to achieve



strategic ends. Joint doctrine captures the fundamental principles that guide the employment of US military forces in coordinated action toward a common objective. Joint doctrine contained in joint publications also includes terms, tactics, techniques, and procedures. Joint doctrine provides the basis for education, training, and execution of current joint operations.

- *Commanders and Agency Directors are the Primary Trainers* — Commanders and directors at all echelons are responsible for preparing their command to accomplish assigned missions.
- *Mission Focus* — Commanders and combat support agency (CSA) directors will ensure their training programs are focused on their mission-essential tasks. A successful training program can be achieved when commanders and agency directors consciously focus their training efforts on a prioritized set of training requirements derived from their mission requirements.
- *Train the Way You Intend to Fight* — Joint training must be based on realistic conditions and standards. Training shall resemble the conditions of actual operations to the maximum extent possible and use existing operational information networks.
- *Centralize Planning and Decentralize Execution* — In military operations, centralized planning and decentralized execution provide operational flexibility.
- *Link Training Assessment to Readiness Assessment* — A military capability is the ability to accomplish essential tasks to standard and comprises one or more of the following elements: personnel, equipment, training, supplies, and ordnance. Commanders and their staff will use joint training assessment data to support their readiness assessment in the Defense Readiness Reporting System (DRRS).

## *JTS in Perspective*

### *The JTS facilitates “mission-to-task” training*

Throughout history, military training has evolved with the nature of the strategic environment. The case can be made that US and allied forces fought jointly during WWII and before. They did so, however, out of necessity but not necessarily design, in order to bring the greatest **amount of force to the enemy in the most efficient** manner possible. *Training* to fight jointly did not come to full fruition in the US military until the 1990s. Following the Operation DESERT STORM after action review (AAR), the Chairman and the Joint Chiefs of Staff determined the need to institutionalize a “mission-to-task” (requirements-based) training system aimed at improving joint readiness. CJCS policy and guidance has directed the evolution of joint training from events-based training to requirements-based training that is embodied in the four-phase JTS. The JTS was initiated by the Chairman in FY 1994, fully implemented in the combatant commands in 1998, and directed for DOD-wide implementation in 2004.

### *Commander’s/Director’s Commitments*

As a commander or agency director, what are your responsibilities within the JTS and where can command or agency emphasis be placed with best results? The following “commitments” identify those areas where commanders and combat support agency directors have specific responsibilities:

#### *Assign staff responsibilities*

**Designate staff office of primary responsibility** for joint training and ensure the JTS is employed to manage training within the command.

#### *Provide authoritative direction*

**Provide authoritative direction** on all aspects of joint training to subordinate commands and forces.

#### *Develop command JMETL /AMETL*

All combatant commanders are responsible for **annually reviewing command joint mission-essential task list (JMETL)** by 30 September.

All combat support agencies directors are responsible for **annually reviewing command agency mission-essential task list (AMETL)** by 30 September.

*Provide training guidance*

**Provide commander's and/or director's training guidance** to initiate joint and/or agency training plan (J/ATP) development and refine, as necessary, throughout the development process.

*Approve JTP/ATP*

**Approve and publish J/ATP and joint training schedules annually.**

Geographic combatant commanders, publish and distribute JTPs and joint training schedules to other combatant commanders, subordinate joint force commanders, Service component commands, CSAs, the Joint Staff, and Services via JTIMS by 15 March.

Functional combatant commanders, publish and distribute JTPs and joint training schedules to other combatant commanders, subordinate joint force commanders, Service component commands, CSAs, the Joint Staff and Services via JTIMS by 15 May.

CSAs publish and distribute ATPs, including AMETL, to combatant commanders, Service component commands, other combat support agencies, and the Joint Staff via JTIMS by 15 July.

Combatant commanders and CSA directors **establish subordinate and component requirements** for J/AMETL and J/ATP.

*Consider resource availability*

**Consider resources available** to meet joint /agency training requirements. Initiate prioritization of resource needs.

*Add or change training events*

**Enter changes** to planned training events in JTIMS.

*Evaluate training*

**Evaluate the performance of the training audience in achieving training objectives in every training event. And, evaluate the effectiveness of**



**specific training events** conducted under your training plans.

*Assess training*

**Assess** command ability to meet J/AMETL standards. Monthly assess the command's proficiency using the results of training events, real-world operations, experimental events, and security cooperation activities and report MET readiness in DRRS.

*Identify shortfalls*

**Identify** and report, in DRRS, program and resource **shortfalls** and the **impact these shortfalls** have on the command's and/or agency's ability to accomplish its joint/agency training requirements.

*Provide trained forces*

**Provide**, as directed, **trained and ready forces** to another combatant command.

These commitments will be stressed throughout this guide to show where the commander or director has specific **input** as well as overall **responsibility**.

***The Bottom Line***

The JTS provides a process to determine what critical capabilities needed to bring to the fight; where to focus training (tasks, functions, and people) to help generate those critical capabilities; what training events to conduct that will get you, your staff, and your organizations trained; and finally, how effective training was in generating required capabilities and where to direct training efforts and resources in the future.

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## *Chapter 2 - Goals and Vision*

**“We need to set our course by the stars, not by the lights of every passing ship.”**

**General Omar Bradley  
Commander, 12th US Army Group**

No system can be expected to function properly without guidance or direction. The JTS was developed for the sole purpose of improving joint readiness, thus **the ultimate and continuing goal of the JTS is a US military trained and ready for coherent joint operations.**

**“Everyone required to conduct military operations will be trained under realistic conditions and to exacting standards, prior to execution of those operations. Personnel selected for joint assignments will be trained prior to reaching their duty location.”**

**Joint Training Vision  
Chairman’s Joint Training Policy and Guidance**

US forces may be employed across the full range of military operations, most of which will be conducted in a joint environment with multinational partners and require interagency coordination. The transformational goal of the JTS is to provide the President with a wider range of military options to deter or defeat aggression or any form of coercion against the United States and its allies, friends, and interests.

In terms of fostering higher levels of military capability, the goal is a JTS that supports the commanders’ requirements while preserving the ability of the Services and CSAs to train on the core competencies. Joint training must support a range of roles and responsibilities in military, interagency, multinational, and intergovernmental contexts and must be flexible and operationally effective.

“The most effective joint force is one that is joined intellectually, operationally, organizationally, doctrinally, and technically, and that is ready to employ the capabilities of the Total Force – Active, Reserve Component, civilian, and contractor members – seamlessly in concert with other instruments of national power and partner agencies and nations.”

### **Strategic Plan for Transforming Department of Defense Training**

#### ***Improve Joint Readiness***

The JTS is designed to improve the readiness of joint forces, i.e., **improve their ability to perform assigned missions under unified command**. Readiness enhancement, from a training perspective, starts by determining what tasks joint individuals, staffs, and units making up the joint force must successfully complete to accomplish their assigned missions. In joint training parlance, these tasks are defined as mission task requirements. Commanders must always take advantage of opportunities within their control to enhance readiness, and **joint training is driven by the joint commander**.

Joint readiness, in turn, is assessed and reported by the combatant commanders. DOD components currently use various systems to manage and report readiness. All DOD components will use DRRS, once fully implemented, for readiness reporting. Joint readiness is assessed against combatant commanders' ability to integrate and synchronize assigned forces to meet mission objectives. Within the DRRS, a supporting process for reporting joint readiness is the Joint Combat Capabilities Assessment (JCCA). The JCCA provides the CJCS a current and broad assessment of the joint force's ability to apply strategic direction and guidance and successfully accomplish assigned missions.



*Translate strategic  
direction into  
required training*

### *Align Joint Training with Strategy*

Strategic guidance in the National Defense Strategy (NDS) gives four objectives: (1) secure the United States from direct attack; (2) secure strategic access and retain global freedom of action; (3) establish favorable security conditions; and, (4) strengthen alliances and partnerships to contend with common challenges. The National Military Strategy (NMS) further defines three primary military objectives: (1) protect the United States against external attacks and aggression; (2) prevent conflict and surprise attack; and, (3) prevail against adversaries. Collectively, these documents and the National Security Strategy (NSS), Joint Strategic Capabilities Plan (JSCP), Unified Command Plan (UCP), Guidance for the Development of the Force, Guidance for the Employment of the Force, and treaties, etc., provide commanders with very specific strategic direction and the missions they must accomplish. The JTS processes are designed to focus on training joint individuals, staffs, and forces to the specific capabilities required to accomplish those missions.

*Interoperability  
is a component  
responsibility*

### *Improve Interoperability*

The ability of systems, units, or forces to provide services to and accept services from other systems, units, or forces is critical to successful operations. Taken a step further, the ability to use the exchanged services to operate effectively together further defines interoperability. From a joint training perspective, interoperability is a Service component responsibility. An example of Service-sponsored component interoperability might include air-to-air refueling between aircraft from different Services. The Universal Joint Task List (UJTL), CJCSM 3500.04, is a tool that can be used to effectively aid in improving interoperability, as well as joint training and joint operations. The UJTL incorporates a common language to support communication of mission requirements across the DOD community and beyond. The UJTL will be discussed further in Chapter 3.

*Joint training  
provides readiness  
synergy*

### ***Unified Action***

The future of joint training is an integrated and synchronized training effort for supporting the Secretary of Defense and the combatant commanders.

DOD defines Unified Action as “the synchronization, coordination, and/or integration of the activities of governmental and nongovernmental entities with military operations to achieve unity of effort.”<sup>1</sup> Unified action thereby includes a wide scope of actions, including the synchronization of activities with other government agencies, intergovernmental organizations, and coordination with nongovernmental organizations and the private sector) taking place within unified commands, subordinate unified commands, or joint task forces to achieve unity of effort. The importance of effective Unified Action is veined throughout strategic and operational level doctrine and related approaches is an essential element of Joint Training. For the purpose of this primer, synonymous expressions in circulation (such as “comprehensive approach” or “integrated operations”) are considered as variants to the doctrinally founded term Unified Action.

Achieving an integrated and synchronized training effort includes training with, but is not limited to, other federal departments and agencies (i.e., Department of State (DOS), Department of Justice, Department of Transportation and international agencies such as the International Red Cross and various United Nations High Commissions. DOD components must communicate, coordinate, cooperate, and collaborate, to the maximum extent practicable, with members of the interagency community, State and local governments, tribal authorities, foreign governments singularly or in alliances or coalitions, international

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<sup>1</sup> Joint Publication (JP) 1, “*Doctrine for the Armed Forces of the United States*,” 14 May 2007, pg II-2.



intergovernmental organizations (IGOs), nongovernmental organizations (NGOs), and private sector companies and individuals as appropriate to enable unified action. (Note: Joint Publication 3-08 “Interagency, Intergovernmental and Nongovernmental Organization Coordination During Joint Operations” offers relevant doctrinal guidance regarding working with these important actors.)

These agencies play a critical role in success across the range of military operations and must be regularly integrated into joint training. Commanders will find they must spend an appreciable amount of time and energy responding to political and diplomatic considerations. In many instances, the military may not be the primary player and may support other lead agencies. Rules of engagement will be more restrictive and the commander’s entire mindset may be required to shift from offensive strategy and tactics to accommodation and restraint.

Under all circumstances, a joint force commander must be aware that the desired end-state is a cohesive network of combatant command, Service components, and governmental and nongovernmental agencies that will achieve greater efficiency and increased overall operational readiness through joint training. All military operations shall provide and seek cooperation, assistance, and advice from the broadest, most inclusive range of partners, including the interagency community, State and local governments, tribal authorities, foreign governments, IGOs, NGOs, and the private sector in developing and improving integrated operations capabilities.

Supporting this integrated and synchronized training effort is a globally managed network of highly experienced, technically competent Joint Training System Specialists, Joint Lessons Learned Program Specialists, Joint Interagency Training Specialists, and Joint Training Facilitator Specialists who are the heart of an Enhanced Specialist Program. This

enhanced specialist network provides information management synergy among combatant commands, CSAs, Services, Department of Homeland Security, National Guard Bureau Specialists, DOS, US Agency for International Development, and the Joint Staff. It permits each specialist to tap into the lessons learned, best practices, and problem solving abilities of the entire team, at joint and Service command locations worldwide, and focuses resources to better serve stakeholder organizations. This powerful network supports the identification and exchange of relevant information throughout the joint community and is an invaluable extension to the Joint Staff J-7's T2 imperative and goals for full implementation.

In addition, in accordance with the Unified Command Plan, USJFCOM provides JTS expertise to the combatant commands, Services, and Defense agencies to support the development of joint training requirements and methods, joint training plans, and the execution of joint exercises.

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### Chapter 3 - Key Reference Documents

"The very idea of transformation has gone well beyond its original technological associations. It now stands for a process of constant evaluation, adaptation, and change. It is an ongoing process, and more needs to be done."

**Robert M. Gates**  
**Secretary of Defense**

DOD transformation incorporates a capabilities-based approach which is fueling the evolution of DOD enterprise systems and processes. In T2, JTS elements are integrating with Joint Capability Areas (JCAs) to form a joint capabilities language to support capabilities-based training and other synergistic systems and processes. Conceptually, a JCA is a high-level capability that facilitates capabilities-based planning, major trade analysis, and decision making. All DOD capabilities can be mapped to at least one JCA. DOD components use the processes of the JTS to identify mission capability requirements. These capability requirements are expressed as mission-essential tasks. The assessment of current proficiency in these mission-essential tasks serves as the foundation for determining the joint training requirements to support the generation and sustainment of required capabilities. Figure III - 1 displays three documents that provide the written framework for the JTS and support the implementation of capabilities-based training across the Department of Defense. They are the *Joint Training Policy and Guidance* (CJCSI 3500.01), *Joint Training Manual* (CJCSM 3500.03), and the *Universal Joint Task List* (CJCSM 3500.04).



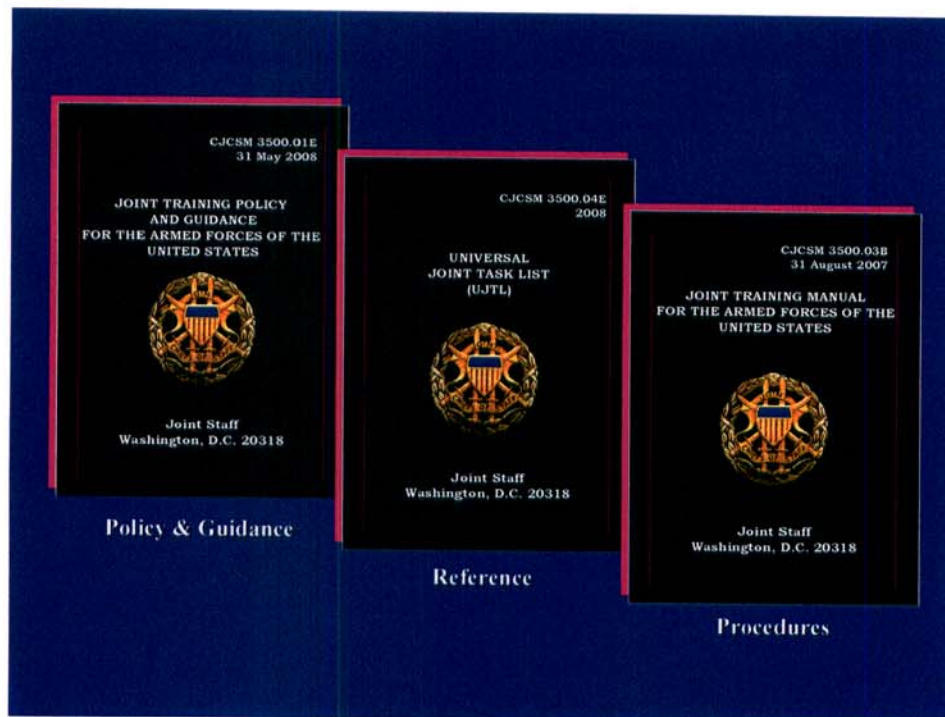


Figure III – 1. Key Documents Supporting Joint Training

#### *Joint Training Policy and Guidance*

*CJCS JTS aligns training with national strategy*

This instruction describes CJCS policy for joint training as a means to enhance joint readiness. It institutionalizes a requirements-based JTS and directs commanders to examine their missions and document their command's warfighting requirements using the task lexicon in the UJTL. *The Chairman's Joint Training Policy and Guidance reaffirms the role of the commander as the primary trainer and assessor of readiness, as well as the importance of the Defense agencies in supporting the warfighting mission.* It derives from and builds upon the principles laid out in the National Security Strategy and National Military Strategy of the United States. Moreover, it

emphasizes that US forces may be employed across the full range of military operations, most of which will be conducted in a joint environment with multinational partners and require interagency coordination.

The Chairman's Joint Training Guidance centers on directing execution of the DOD T2 Implementation Plan and full implementation of the JTS.

### ***Joint Training Manual***

*Contains all processes  
for implementation of  
the JTS*

Most systems require a "how to" manual to help guide the user in application. The JTS is no different, and the publication that meets this need is the Joint Training Manual (JTM). Primarily, this manual describes the overall architecture of the JTS and processes to be used throughout the **four** JTS phases. Each of these phases is discussed in detail in Chapter 4 of this guide.

The first phase, or **Requirements Phase**, defines the identification of critical mission capability requirements in terms of JMETL and AMETL.

The **Plans Phase** identifies training requirements from an assessment of current capability against required capability and builds the training plan to achieve required training.

In the third phase of the JTS, or **Execution Phase**, the commander or director focuses on executing and evaluating the planned training events. These events may take the form of academic training or exercises which provide the opportunity to train and verify that training audiences are trained to the proficiency levels identified in Phase II (Plans).

In the final phase, or **Assessment Phase**, the commander or director determines the command's/agency's mission readiness from a training viewpoint.

### *Universal Joint Task List*

*The UJTL is used to translate missions and operations to tasks*

The Universal Joint Task List (UJTL) serves as a menu of tasks in a common language, which serve as the foundation for capabilities-based planning across the range of military operations. The UJTL consists of appropriate tasks, conditions, and measures in a common language and reference system. The UJTL is adaptive, flexible, and horizontally and vertically integrated. Currently, UJTL tasks are being mapped to capabilities to meet operational mission requirements. The UJTL supports DOD in joint capabilities-based planning, joint force development, readiness reporting, experimentation, joint training and education, and lessons learned. It is the basis for a common joint language for articulation of a J/AMETL used in identifying required capabilities for mission success.

Joint tasks describe, in broad terms, the current and potential capabilities of the Armed Forces of the United States. Conditions are variables of the environment (military, civil, and physical) that affect the performance of a task. Commander's- or director's-approved measures and criteria of performance comprise the task standard to describe how well an individual, staff, or organization must perform a joint or agency task under a specific set of conditions.

The UJTL task description does not address "how" or "why" a task is performed which is found in joint doctrine or governing criteria, or "who" performs the task which is found in the commander's concept of operations and joint doctrine.



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## Chapter 4 - Joint Training System

“The forces, units, and systems of all Services must operate together effectively. This effectiveness is achieved in part through interoperability. This includes the development and use of joint doctrine, the development and use of joint operations plans, and the development and use of joint and/or interoperable communications and information systems. It also includes conducting joint training and exercises.”

**Joint Publication 1**  
**“Doctrine for the Armed Forces of the United States”**

*The JTS is used to manage training throughout the Department of Defense*

The JTS incorporates methodologies and processes designed to improve combatant command operational joint readiness by linking joint plans, joint training, and joint readiness assessment to critical mission capability requirements identified as the command or agency J/AMETL. The focus of the JTS is primarily on the combatant command joint training programs and responsibilities; however, the training management practices and orientation to combatant command capability requirements apply to any combatant command, subordinate joint force command, combat support agency, or Service component.

*Assign staff responsibilities*

However, any system, no matter how well thought out or conceived, is of little value unless people are trained and encouraged to use it. **Therefore, it is important to assign responsibility for training program management utilizing the JTS across all disciplines within your staff.** The processes of J/AMETL development, of determining training objectives, and of developing the J/ATP all require the skill and corporate knowledge of many personnel on your staff. What are the joint training requirements of your staff? What courseware is available to enhance their level of expertise in the JTS? These considerations will help you develop a well-trained staff capable of truly using the JTS.

Avoid making one individual the “joint training person.” Train the entire staff in the system and their role in implementing it throughout organization training.

*JTS processes are cyclical and iterative*

The JTS consists of four phases, beginning with identification of critical capabilities required based on assigned missions, proceeding through the planning and scheduling of training events, the execution and evaluation of required training, and finally, an assessment of training proficiency against required capability. The results of the Assessment Phase then feed back into the JTS processes, driving the next iteration of the training cycle.

The JTS iterative cycle of processes is represented in Figure IV-1.



Figure IV – 1. The Joint Training System

### ***Requirements Phase***

***Translates strategy to missions to tasks through mission analysis***

This phase answers the question, “what must my command be able to do?” The purpose here is to define mission capability requirements in terms of tasks that must be performed and the responsible organizations assigned to accomplish those tasks at all levels throughout the force. Sources from which missions, and ultimately tasks, are derived include the NMS, UCP, JSCP, and joint doctrine.

***Develop J/AMETL and published to JTIMS***

A JMETL outlines those tasks that are essential to a combatant command’s ability to perform assigned missions. The JMETL results from the mission analysis conducted during this phase, and provides the supporting documentation from which training requirements are derived. The command JMETL is entered into the DRRS through its JMETL development tool and then published in JTIMS for use in the remaining JTS phases, Plans, Execution, and Assessment.

The JMETL is a key element in readiness assessment and reporting. There are other uses of the JMETL structure beyond the DRRS and JTS, however. For example, JMETL informs the Joint Capabilities Integration and Development System, Joint Professional Military Education, and other joint systems and processes.

The UJTL, JMETLs from other commands, and joint doctrine assist combatant commanders in developing their specific mission-essential tasks, in the format and language required.

Once the command’s joint mission-essential tasks are identified, supporting tasks and command-linked tasks must also be determined. A supporting task contributes to the accomplishment of a JMET and is performed by combatant command staff elements, subordinate commands, or Service components within the combatant command. Command-linked tasks are tasks that must be performed by other



combatant commands, CSAs, or other joint organizations not assigned to the supported combatant command. Command-linked tasks depict the interface between supported and supporting commands and contribute to the accomplishment of the supported command's JMET.

A sample JMET is shown below in Figure IV-2.

**JMET: Coordinate Theater-Wide Information Operations (IO) (ST5.5)**

**Organization: J-3**

- Conditions
  - C 2.3.2.3 Flexibility of Warfare Style (Flexible)
  - C 2.2.4 Theater Intelligence Organizations (Mature)
- Standards
  - Four hours to get theater-level approval for proposed IO Plan
  - 90 percent of theater-level IO objectives verifiably achieved
- Supporting Task: Identify Theater Issues and Threats (ST 2.4.1.1)
  - Conditions
    - C 2.3.3 Military Style (Predictable)
  - Standards
    - No more than six hours between critical intelligence data reviews
- Supporting Task: Correlate Theater Strategic Information (ST 2.3.3)
  - Conditions
    - C 2.4.3 Theater Intelligence Organization (Mature)
    - C 2.4.6 Certitude of Data (High)
  - Standards
    - 85 percent of combatant command reported information graded highly reliable

Figure IV – 2. Sample Joint Mission-Essential Task



The Requirements Phase of the JTS (Input/Process/Output) is depicted in Figure IV-3 below.



Figure IV – 3. Requirements Phase

### Plans Phase

*Identifies the training required to execute the missions and help generate the required capabilities identified in the Requirements Phase*

*Provide guidance*

*Approve training plans*

This phase begins once a command's JMETL is developed and approved. Here, the commander asks the questions, "What are my current capabilities?" "What training is needed?" "Who must be trained?" "What are my priorities?" *In answering these questions, the commander identifies the training requirements, provides essential training guidance to his staff, and initiates the Plans Phase.*

Once training requirements are identified from an assessment of current capability against required capability, represented in the JMETL (Figure IV-4), training objectives are developed to fulfill each training requirement.

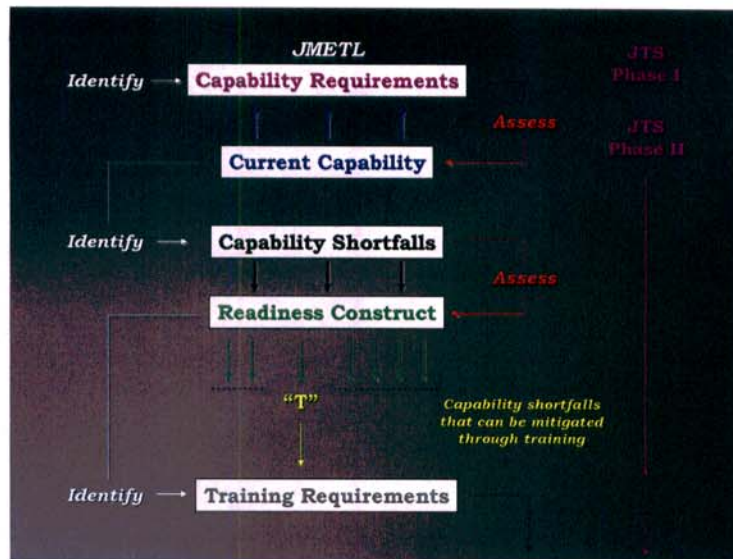


Figure IV – 4. Identification of Training Requirements

A joint training objective is a statement that describes the desired outcome of a joint training activity in terms of performance, training situation, and level of performance. **Training objectives are derived from JMETFs, conditions and standards and based on joint doctrine, commander's guidance, and organizational standing operating procedures.** They provide the basis for building individual command JTPs that deconflict demand for resources and joint training support across the joint community.

#### *Design training events*

Related training objectives are grouped into training events and the appropriate training method, mode, and media selected based on the level of proficiency of the training audience, desired training outcome, perishability of the training, and resources (time, personnel, funding) available to train.





The Plans Phase of the JTS (Input/Process/Output) is depicted in Figure IV – 5 below.

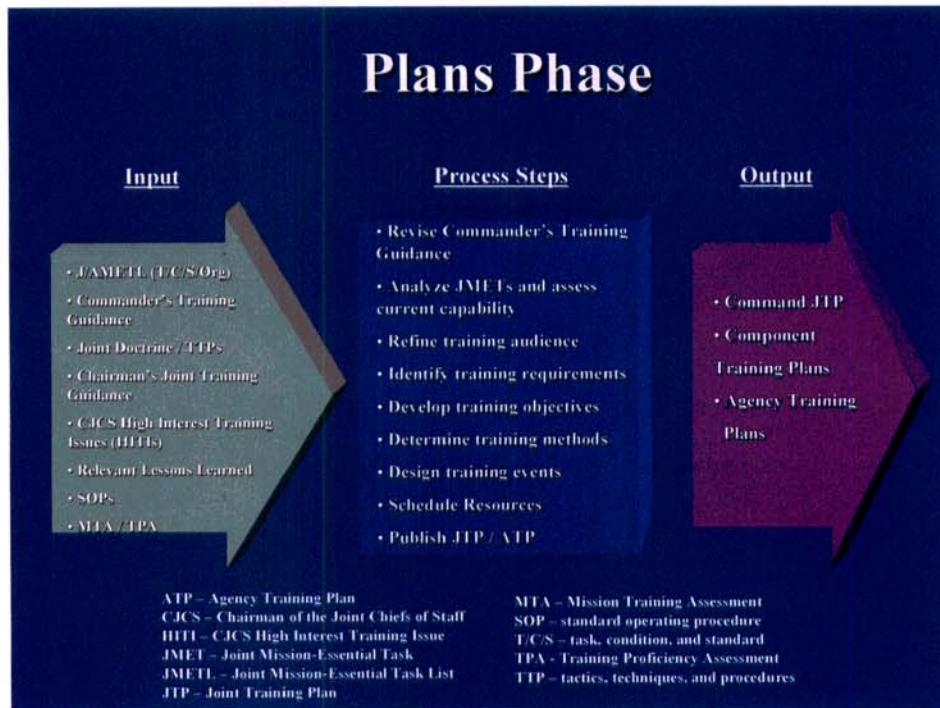


Figure IV – 5. Plans Phase

### *Formalize requirements-based training*

All of these considerations should be identified in the commander's J/ATP. It states missions in general terms, restates the JMETL, presents commander's training guidance, specifies training audiences, identifies training objectives, describes planned training events, training schedule timeline, and combatant commander's- sponsored joint and component interoperability requirements. (See Figure IV – 6 below).



Figure IV – 6. Joint Training Plan Format

*Coordinate with supporting commands, combat support agencies, and defense organizations to ensure cohesive training*

Geographic combatant command JTPs are published in JTIMS annually by 15 March so they are available for review by supporting commands and agencies prior to the publishing of their own JTPs and ATPs (functional combatant command JTPs are published in JTIMS by 15 May and CSA ATPs are published in JTIMS by 15 July).

Interoperability training (units providing services to and accepting services from other units) must also be considered in the Plans Phase. There are three categories of training recognized within the JTS; Service, interoperability, and joint. Within each category, interagency and multinational training can take place at any time. The Services are responsible for Service and interoperability training and all combatant commanders are responsible for the joint

training of assigned forces. Interoperability training may, in some cases, focus on command and control (C2) or communications support system issues. Interoperability issues and training are often a concern of not only Service components but also combat support agencies and other joint support organizations.

### ***Execution Phase***

*Training and training evaluation are based on the commander's criteria for success*

In this phase, commanders and directors focus on **executing and evaluating** the planned training events resident in their J/ATPs. The broad event plans in the J/ATPs are reiterated in further execution level detail in this phase through a set of processes collectively defined as the joint event life cycle (JELC). As stated previously, those training events have been planned to be accomplished through either the *academic* or *exercise* methodology or, often, a combination of both methods.



The Execution Phase of the JTS (Input/Process/Output) is depicted in Figure IV-7 below.



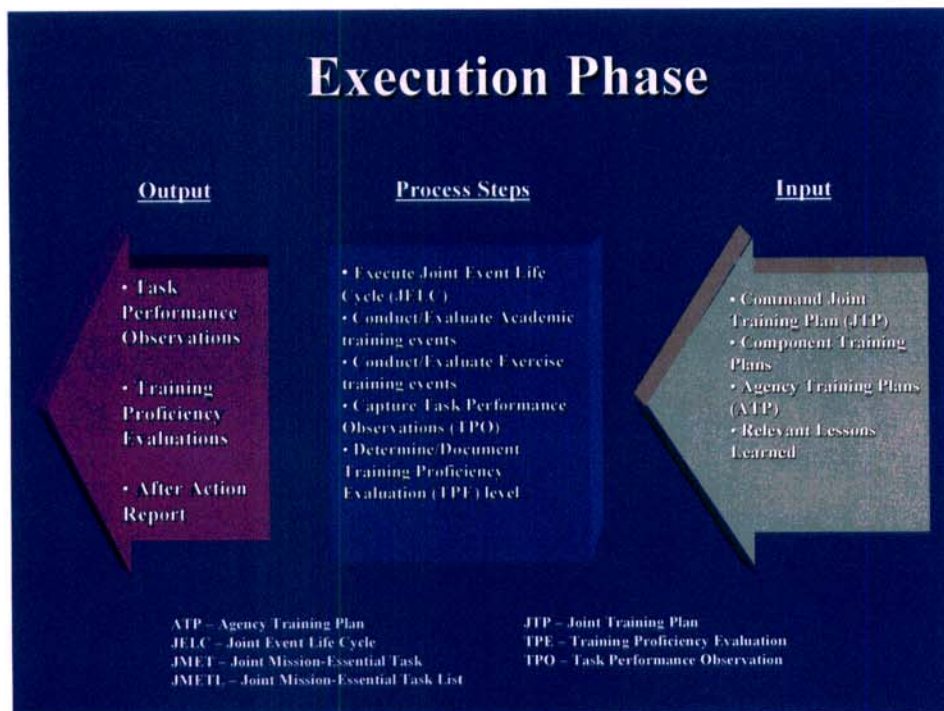


Figure IV – 7. Execution Phase



Historically, the term “*joint training*” has been nearly synonymous with “*joint exercise*.” Joint exercises have been generally characterized as some form of multi-echelon, computer-assisted exercise (either field training exercise (FTX) or command post exercise (CPX)) embodying relatively complex simulation and significant support requirements. While joint exercises do represent an important environment in which to conduct specific elements of joint training, there are many more alternatives available to the training planner which should be considered when matching training capability to training requirements and objectives.

*“Cycle within a cycle”*

Within the Execution Phase, the JELC is conducted for each discrete training event. There are five stages of the JELC which is often characterized as a “cycle within a cycle.” The JELC stages are: Design, Planning, Preparation, Execution, and Evaluation. Within the JTS it is not enough to train to standard. CJCS policy stipulates that all joint training events will be evaluated. The Evaluation stage of the JELC is particularly significant, because it provides input to guide development of the next training cycle.

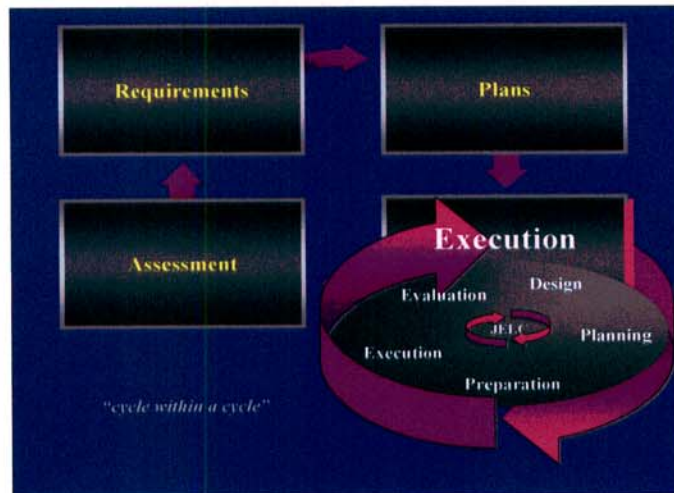


Figure IV – 8. Joint Event Life Cycle

The length of time to accomplish the JELC for a given training event is dependent on the magnitude and complexity of the event itself. The size and make up of the training audience, training objectives, method and mode of training, selected training media, and other considerations all combine to establish the length of time required to accomplish the JELC for a specific training event. For certain training events using the “academic” method for a small training audience such as a staff element or center, board, or cell; the JELC may be completed in a few days. For training events utilizing the “exercise” method for broader training audiences at multiple echelons such as combatant command, subordinate joint force headquarters, and assigned components, the JELC may span a period of many months; sometimes as much as 12 to 18 months for a major joint exercise.

#### *Evaluate training*

**Evaluation of training is a command responsibility linked to assessments in Phase IV.** Command operators responsible for training oversight collect task performance observations (TPOs) on whether or not the training audience achieved training objectives and can perform to standard. Beyond a command’s training proficiency, evaluation also supports development of issues (those issues that are beyond a command’s ability to resolve) for resolution by other processes within the joint community.

#### *Assessment Phase*

#### *Assessment is a commander’s responsibility*

#### *Assess training*

In this final phase, the commander seeks a determination of the command’s mission capability from the training viewpoint, or in other words, the command’s training assessment. This assessment contributes to the “training” portion of the command’s DRRS readiness reporting responsibilities and is published real-time from JTIMS into DRRS. Although assessments complete the joint training cycle, they also lead into the next

cycle, because assessed deficiencies identify follow-on training requirements and inform future training plans. Periodic assessments may also be used to adjust current training plans and training events in the current training cycle.



The Assessment Phase of the JTS (Input/Process/Output) is depicted in Figure IV–9 below.

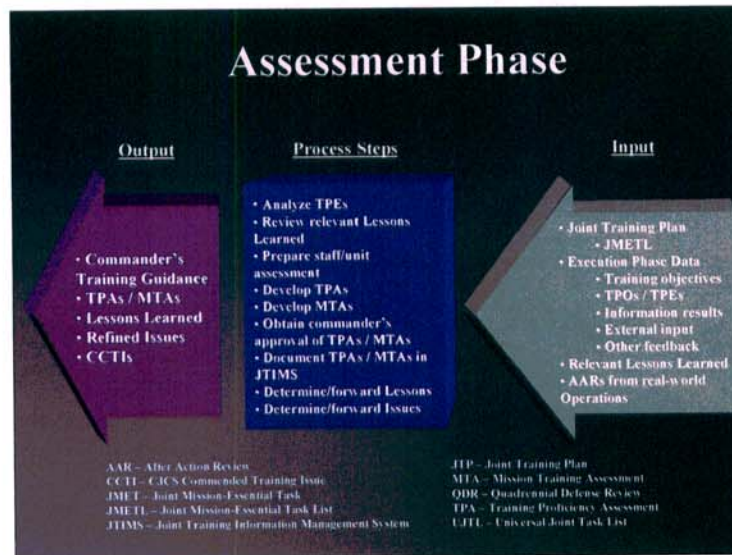


Figure IV – 9. Assessment Phase

The products from the Execution Phase become the inputs of the Assessment Phase. **Actual assessment is performed by the commander, taking into account the results gathered using the assessment plan outlined in the command's JTP.**

*Determine training readiness*

The Assessment Phase serves three purposes. First, it **provides** the structure that allows the commander to view the level of training proficiency in his



*Address shortfalls*

*Identify issues*

command against capability requirements identified in Phase I and make judgments on his ability and confidence to accomplish assigned missions. *Second, it provides the necessary feedback to adjust or improve training shortfalls and deficiencies (individual, staff, and collective) within the command.* Finally, the Assessment Phase supports external processes related to readiness reporting and issue resolution.

*Summary*

The JTS provides the commander with a set of integrated processes to look at all of the command's missions and determine which tasks are essential to the successful accomplishment of those missions. The commander can then more effectively *focus* limited available resources on developing the capability necessary to complete those tasks. Having completed the analysis and prioritization of effort, the commander can then develop a training plan that identifies who will be trained (training audiences) and the training objectives that will enable the training audiences to achieve the required task proficiency under the specified conditions and to the standards of performance that are required for successful mission accomplishment under the commander's judgment and concept of operations. The commander can then execute the plan and follow through with an assessment of their command's ability to accomplish its assigned missions.



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## Chapter 5 - Joint Lessons Learned Program

“...take the conflict in Afghanistan. One of the first things we did after we began was to put in place a “lessons learned” activity...it’s been a good thing. So we’re constantly trying to improve what we do.”

**Donald H. Rumsfeld**  
**Secretary of Defense**  
**22 May 02**

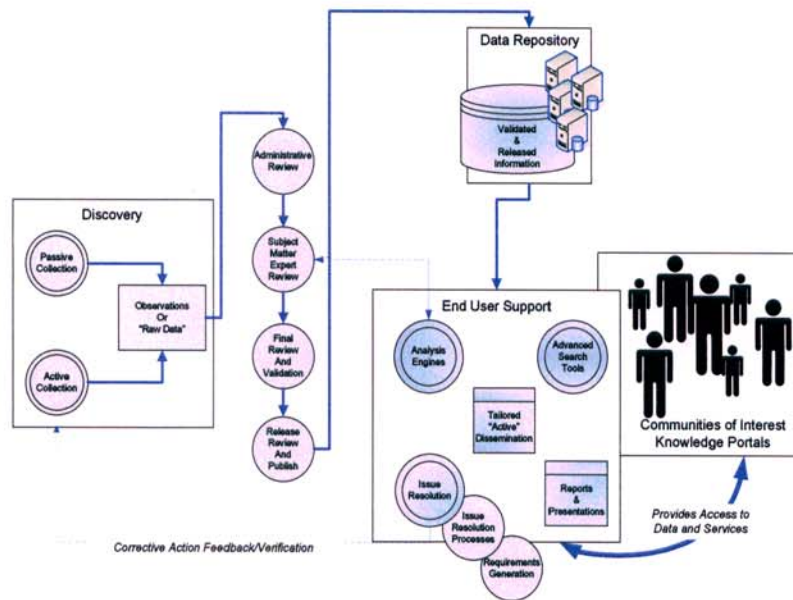


Figure V – 1. Joint Lessons Learned Program Process

### *The Joint Lessons Learned Program Process*

*The JLLP is a fully distributed, networked process comprised of people and inter-related systems, designed to collect, analyze, and share information*

The JLLP provides the joint community a method to identify, capture, analyze, and share information collected as a result of joint operations, exercises, training events and other activities for the purpose of enhancing an organization’s performance. The Joint

Staff/J-7 Lessons Learned Branch conducts the JLLP in collaboration with the Office of the Secretary of Defense and other interagency organizations. Figure V-1 depicts the JLLP process.

The CJCS JLLP is a knowledge management activity focused on improving joint preparedness and performance. Its primary objective is to enhance US joint warfighting capabilities by contributing to improvements in doctrine, organization, training, materiel, leadership and education, personnel and facilities, and policy. It enhances joint force capabilities by enabling learning and collaboration from joint activities including engagement, planning, training, exercises, and operations. Current stakeholders are the Joint Staff, Services (to include the Reserve Components), combatant commands, CSAs, and other organizations participating in joint activities. The J-7 Lessons Learned Branch assembles strategic lessons learned through direct interviews of key personnel, observations of national level exercises and key events, and the analysis of collected data.

#### ***The JLLP and the JTS***

#### ***JLLP and the JTS***

The JLLP enhances the JTS at several key points during each of the four phases:

1. Phase I activities are enhanced by surveying the total body of joint lessons learned information. As a command develops its J/AMETL, it leverages the experiences, observations, findings, and issues discovered by other DOD components. In addition, locally developed findings should also be blended into the requirements development process.
2. Phase II uses recommendations to improve performance to develop the command training plan.
3. Phase III offers an opportunity for the JTS to leverage and inform the JLLP. Within the JELC, the design, planning, and preparation steps begin with a review of findings relevant to the particular training event's objectives, tasks, and context. Another important lesson learned component within Phase III

applies during the JELC's execution and evaluation and analysis activities.

4. Phase IV activities provide opportunities for the JLLP to inform the assessment process and benefit from assessment outputs.

It is critically important to note that the JLLP does not exist as a support element to the JTS but instead contributes to and benefits from the command's joint training activities. The unconstrained JLLP's visibility into the full range of joint activities, encompassing operations, exercises, experimentation, training, etc., can provide the commander an invaluable source of relevant information. The JLLP's full inclusion in joint training activities ensures that the observations and findings derived from training events are thoughtfully applied towards ongoing and future operations and included in joint issue resolution and requirements development processes.

#### *Joint Center for Operational Analysis*

##### *JCOA mission*

The largest organization supporting the JLLP is the Joint Center for Operational Analysis (JCOA) located at USJFCOM. The JCOA supports transformation of the joint force by producing reports derived from direct observations and analysis of current joint operations, exercises, and experiments that inform the preparation of change recommendations.

The primary role of the JCOA is to conduct active collection during select operations, exercises, and training events; conduct functional analysis on the observations; and provide a summary of findings to joint and national leadership. When warranted, the JCOA will also forward selected findings to the joint requirements generation process.

The JCOA has provided some support to key training events, exercises, wargames, and experiments; however, its highest priority is to provide active



collection support during real world operations, and especially the War on Terrorism.

The combatant commands team with the JCOA for select lessons learned activities, especially those of particular DOD importance or of large size. CJCSI 3150.25 provides policy and guidance for the joint lessons learned program.

#### ***The Joint Lessons Learned Information System***

#### ***The Joint Lessons Learned Information System***

The Joint Lessons Learned Information System (JLLIS) is the DOD system of record for the JLLP. JLLIS comprises the technology support element of the JLLP. JLLIS is comprised of an input and management support tool and a distributed database. The input and management support tool allows any approved user to submit observations via a Web-enabled user interface. It includes an observation management capability that provides administrative and subject matter expert review, functional classification, and lesson learned release and publishing to the distributed database. JLLIS provides users a single location to access validated observations, lessons, and issues and has associated search and analytical support tools.

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## *Chapter 6 – Joint Training Information Management System*

*Provides single, integrated database capabilities*

Joint Training Information Management System (JTIMS) is web-based tool that links critical DOD and joint automation programs (i.e., Joint Doctrine, Education, and Training Information System; DRRS; Joint Capabilities Requirements Manager. The functions of the joint training information management system are as follows:

1. Provides automated support training capabilities to joint forces and staffs preparing for joint military operations based on joint training capability requirements. The requirements address US military, interagency, and multinational joint individual, staff, and collective organization training.
2. Provides automated support for establishing JTS strategic guidance, goals and objectives, and responsibilities; for planning, executing, and assessing joint training events/milestones.

*JTIMS supports all four phases of the JTS*

The JTS is a four-phase methodology for aligning training strategy with assigned missions while optimizing the application of resources; this process is implemented by using JTIMS to provide interactive exchange of information between the JTS phases in support of joint training.

### *Description of JTIMS*

JTIMS is the authoritative tool that supports the requirements-based JTS by facilitating the development of an integrated task-based thread to guide all four JTS phases (Figure VI-1). JTIMS supports the four phases of the JTS with automated capabilities as follows:

### ***Phase I - Requirements Phase***

*Supports command's  
JMETL requirements  
identification*

JTIMS will support linkage to DRRS/ESORTS. Combatant commanders, Service component commanders, CSAs, and subordinate joint force commanders will develop J/AMETLs in ESORTS and via Web services import into the JTIMS.

### ***Phase II - Planning Phase***

*Supports JTP  
development within  
JTM requirements*

JTIMS will support the preparation of joint force commanders'; supporting commanders' and CSAs' integrated J/ATP. It will also support the collaborative development/production of global and local joint training schedules to include an online scheduling and deconfliction capability. Finally, JTIMS will automate the initial development of joint training events and supports the JELC as the system of record for requesting capabilities for joint exercises.

### ***Phase III - Training Execution Phase***

*Supports required  
stages of the JELC*

JTIMS will support training event planning, coordination, execution, review, and analysis. It will automate the JELC down to the joint task force component and unit level. This will include stand alone tools to support execution (i.e., Joint Master Scenario Event List (JMSEL), Observation Collection Tool).

### ***Phase IV - Assessment Phase***

*Automates  
commander's ability  
to assess readiness*

JTIMS will support assessment of joint training and training readiness by automating combatant command, supporting command, CSA, and the National Guard's ability to produce training proficiency assessments (TPAs), derived from the training proficiency evaluations from the Execution Phase. JTIMS will then export TPA information to ESORTS as part of the DRRS training assessment

tab and in support of mission training assessment development.

### ***JTIMS Benefits***

- Automates individual and collective training requirements.
- Manages large-scale multinational, interagency, intergovernmental training events efficiently and effectively.
- Facilitates collaboration, planning, and interfaces among different user groups.
- Development approach provides a reusable set of software and procedures that can be readily extended to additional JTS products.

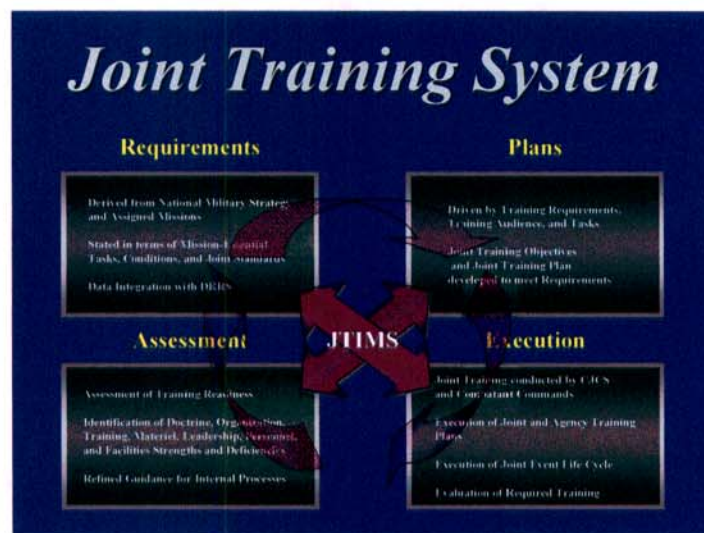


Figure VI - 1. Joint Training Information Management System



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## Chapter 7 - Conclusion

“Commanders are the primary trainers.”

**Joint Training Policy, CJCSI 3500.01E**  
**“The Six Tenets of Joint Training”**

### *Joint Training System Summary*

*The JTS is your training system to develop mission-to-task training requirements*

The JTS provides the commander/director with a systematic approach to training. It represents a series of interlocking, logical and repeatable processes that are intended to continuously improve joint readiness. Used correctly, the system should help combatant commanders, subordinate joint force, functional or Service component commanders, other senior commanders and CSA directors to train more efficiently and identify areas for improvement. Effectively utilizing the processes within the JTS better enables the commander to assess the level of training readiness in his command and then make informed judgments on his ability to accomplish assigned missions. The JTS is summarized in Figure VII-1 below.



Figure VII – 1. Joint Training System Summary

#### *Commander's/Director's Commitments*

Command interest and emphasis is critical to the success of any training program. Because of the complexity of the joint operational environment, it is imperative joint training and the JTS maintain priority attention of all commanders. Chapter 1 outlined a commander's/director's responsibilities within the JTS and suggested where command emphasis could best be applied. A summary of those responsibilities that form commander's commitments follow:

1. **Assign Staff Responsibilities** for joint training – ensure the JTS is used throughout command
2. **Provide Training Guidance**
3. **Approve JTP**
4. **Effectively Use Resources** – consider resource availability and prioritize requirements.

5. **Use JTIMS** – publish J/ATP, and maintain changes to the plan.
6. **Evaluate Training** – evaluate training audience performance against training objectives.
7. **Assess Training Readiness** – assess command ability against mission capability requirements.
8. **Monthly Assess Command METL** proficiency and report appropriate readiness in DRRS.
9. **Identify Shortfalls** – deficiencies and issues that adversely impact joint training and joint readiness that are outside the corrective capacity of the command.
10. **Provide Trained and Ready Forces**



